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Agencies selected by the Child Welfare League are presented. Policies, practices, case illustrations, purposes, and history of each agency are described.

The Children's Bureau of Los Angeles is a multi-function agency that includes family day care. Service is given to families and children of all faiths and races. The Hudson Guild of New York City is a neighborhood center offering group day care services in co-operation with a public department. A centrally administered program of five group day care centers is the project of the Day Nursery Association of Cleveland. The Catholic Charities of the Archdiocese of New York Department of Child Care offers consultative services to group day care programs.

The Greenwich Center for Child and Family Service is a day care and nursery school service within a family and children's agency. Group day care for preschool children and school age children is provided by the Day Nursery Association of Indianapolis. The Jewish Day Nursery of Cleveland offers group day care as part of the service of a multi-function agency. The Day Care Association of Houston, Texas, offers group day care, family day care, and use of proprietary centers.

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DAY CARE SERVICES

AS ADMINISTERED
UNDER VARIOUS AUSPICES

COMPILED BY
THERESA A. JACKSON
DAY CARE CONSULTANT

Compliments
of

CHILD WELFARE LEAGUE OF AMERICA, INC.
345 EAST 46 STREET, NEW YORK 17, N. Y.

FOREWORD

The Child Welfare League selected a number of agencies and asked them to describe their programs. On the following pages you will find their reports. The reports are presented as submitted, with editing done by the League.

The agencies were chosen to illustrate the various administrations under which day care programs operate. They include the multi-function agency offering group day care; the multi-function agency offering family day care; the agency offering both family and group day care; a multi-unit group day care program; group day care offered by a family agency, recreational agency, and a church sponsored agency. The statements include policies and practices of each agency as well as case illustrations.

It is hoped that this portrayal of different and unique patterns of service can be used by the participants of the National Conference on the Day Care of Children and others who wish to expand or establish new programs.

The Child Welfare League of America has long felt day care to be an essential child welfare service. In 1941 the National Association of Day Nurseries merged with the League. During the war in 1943, through the United Civil Defense Services, the League was enabled to give consultation to committees and governmental organizations on day care services. We continue to accredit day care agencies as members of the Child Welfare League of America. We have recently published Standards for Day Care Service.

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CHILDREN'S BUREAU OF LOS ANGELES

ADMINISTRATION

History and Purpose

The Children's Bureau of Los Angeles was incorporated in 1906. It serves the Los Angeles Community Chest area, which includes not only the City of Los Angeles but 42 incorporated towns and unincorporated areas.

Our Articles of Incorporation give the purpose as: "To promote the welfare of children; to receive into its care and custody, by commitment or otherwise, and place temporarily in homes or permanently for adoption, homeless, dependent, or other children, when necessary, and to secure authorization from the State Department of Public Welfare for receiving care and custody of said children and for the doing of said placement; to prevent cruelty and abuse of children and to have all powers and privileges that societies for the prevention of cruelty to children are by law authorized or entitled." At the present time the services of Children's Bureau include foster family care, family day care, foster family care for disturbed children, and Inter-Country adoptions.

In the early days of the agency, it worked primarily to establish probation and protective services for children. Early in 1920 it began a foster home and adoption program. In 1929 at the suggestion of the State Department of Social Welfare, the adoption program was given up and responsibility for adoptions was placed in the State with two state-wide agencies whose only function was placing children for adoption. Early in the 1920s, too, the agency offered a total service to unmarried mothers.

In 1943, by agreement with the Family Service of Los Angeles, the responsibility for the work with the unmarried mother was transferred to that agency. In the same year, at the request of the Council of Social Agencies, protective services were given up and Children's Bureau enlarged and strengthened its foster family program.

In 1950, after a two year discussion growing out of the concern of the agency with family day care and after a study by the Council of Social Agencies, the Children's Bureau of Los Angeles was asked to do a demonstration program of family day care. After three years, at the request of the Council and the agency itself, the Welfare Federation of Los Angeles Area (the Community Chest of Los Angeles) accepted family day care as an on-going program of the agency.

In the foster family program we accept Protestant children and children who are non-Catholic and non-Jewish. If, however, there is a reason for the family not being able to use the services of the sectarian agencies, then we do go ahead with service. We accept children of all races. Our fundamental eligibility requirement is that parents and children be able to use foster family placement constructively. Emphasis is placed on counseling with parents who wish to consider placement of their children and to help the parent think and feel through to a sound decision. If placement is needed and can be used by both parent and child, then only those children who can use foster family placement are accepted; if group care or residential treatment care is indicated, proper referral is made. We do not screen according to problem -- only according to the ability to use foster home placement, with one exception. We do not accept for placement the child who is diagnosed as mentally deficient. (This is an area in which the number of children needing this service is so large that it is impossible for a voluntary agency to give service.) We accept newborn babies from hospitals when they are ready physically to be discharged. We accept adolescents if they need and can use a foster home. In general our basic policy in relation to income is that a family not be in such financial need that they need total financial assistance and therefore, should be receiving the foster home placement service which is available to them in the Child Welfare Division of the Bureau of Public Assistance. Unfortunately, we do have to use a base of a minimum payment, which it is necessary for a parent to pay for a child. This minimum varies with the amount of money which the Bureau has to supplement boarding home care. In the vast majority of instances, when a parent does not have the income to make the minimum payment, that parent is eligible for foster home placement service at the public agency.

In our family day care service we give service to families and children of all faiths, as well as all races. This was by agreement with the sectarian agencies. While the majority of the children placed in family day care homes are under two years of age, and therefore, unable to be placed in the child care centers, we use as a basis of eligibility the need of the child for the individualized care in a family day care home as contrasted to his ability to use group care. (At intake we do not use the age of two as a basis of referral to the child care centers, but rather the child's ability to use the group care better than the family care which in age tends to be three rather than two.) We also use family day care for children of all ages usually up until 12 or 13 years of age, who need special casework help with individual problems and who can be treated along with their parents better when there is the partial separation which comes with day care. We do not place infants under six months of age. Our six months of age was arrived at by consultation with our chief pediatrician and psychiatrist. Again we do have in general a financial eligibility. Usually it is necessary for the parent to be able to pay $12.50 a week for the care of the child. We have, however, been able to secure additional funds from groups which have allowed us to accept a considerable number of children whose parents cannot meet this financial eligibility.

Our intercountry adoption placement service has been limited so far to the placement of the "known child." This eligibility requirement was established in order to give service in this community, which the State Department of Social Welfare which ordinarily carries responsibility, was unable to carry out. Between the two agencies we have been able to give coverage in this way. We also are limited in the intercountry adoption to those children who are non-Catholic and non-Jewish.

Administrative Structure

The Board of the Children's Bureau of Los Angeles is a small Board made up of 18 people. The Board has only a few standing committees: Executive, Nominating, Personnel and Endowment. The rest of the committees are ad hoc committees. At this time they consist of the following: Annual Meeting, Foster Parents' Reception, Public Relations, Case Policy, Membership, Finance, and Auxiliaries. In practice the following committees are actually joint committees of staff and board: Personnel, Annual Meeting, Foster Parents' Reception, Public Relations, and Case Policy. We do not have at this time a committee or committees in relation to family day care because we have integrated our family day care with our foster family program. I am enclosing an organizational chart.

Our relationships with all agencies within the community are excellent. We receive referrals from all agencies, both public and private, and make referrals to all these agencies. There is a mutual respect and confidence among us.

In our family day care program we do not have any working relationships with proprietary day care centers or privately run nursery schools. We do work with the Community Chest nursery schools and with the public child care centers. We make and receive referrals from all these agencies.

The only new development in the day care field in our community has been a lessening of requests for day care in the areas surrounding the aircraft industries. As the production in the aircraft industries has been reduced and as they have been developing more into missile production, they have moved their centers from the Los Angeles Community Chest area into other areas. This has curtailed, as far as we know, employment for women. Whenever an industry is curtailed or moved, we notice a drop in our intake.

Unfortunately, family day care has not been picked up and developed as we hoped it would be by other agencies. However, this fall the State Department of Social Welfare is using three people from our staff to give Institutes to the public agencies in the Southern California Counties on family day care, and we are all hoping that from this we will see a new interest and a new development in family day care.

FAMILY DAY CARE

In the State of California licensing of family day care homes is required by law. In the case of our agency, the State Department delegates through the licensing of the agency itself, the licensing of the individual foster homes. In this delegation, however, we must meet the same requirements as those homes which are licensed for independent placements.

In April 1960, there were 25 day care homes and 30 children in placement. For this month the day care placement program was almost 27% of our total program. This is the same proportion which we have been running for the last three years. The numerical load in the agency was, however, unusually low during this period because of a large number of staff vacancies.

The other services offered by our agency are foster family care, specialized foster family care for disturbed children, and intercountry adoptions. We emphasize counseling to parents who wish to consider placement of their children.

Family Day Care Intake

Our home finding process begins, when we have sufficient applications, with a group meeting. We do have separate group meetings for parents who are interested in foster family care and those who are interested in family day care. In our group meetings we use an unstructured process in which the worker develops with the group what is involved in being foster parents.

At the group meetings we have application blanks which the parents are free to accept or not. We do require that the husband and the wife come to the group meeting together. These meetings are held in the evening so that it is convenient for the vast majority of applicants to attend. When the application is returned, it normally is assigned to the district worker in whose district the family lives. If there are not enough applicants -- around six couples -- then an appointment is arranged for the husband and wife to come to the agency. We do hold to seeing the husband and wife together in the first interview. After the group interview, or the first office interview, the worker has the next interview in the foster home. This is followed by an individual interview with the husband, an individual interview with the wife, and interviews with the children. At the end, a joint interview is held in the home with the husband and the wife in which the process is brought together and a working agreement is signed by foster parents and agency. The minimum number of interviews would be four. More interviews would depend upon the number of persons in the family and whether any complications occurred in the study process which might require additional interviews. All but the first interview are held in the home.

True rejections are handled always by interviews. On the telephone, however, if we have an applicant who clearly lives outside the area which can be used by us, this is explained to them and we tell them if this is an area which can be used for foster family placement, about our foster family program in case they would be interested in that. If they are interested only in family day care and wish to go ahead with this, we refer them to the Bureau of Licensing of the Department of Charities of Los Angeles County.

We have found that it is as essential in family day care to start with the husband and to include him in this process as it is in our foster family program. We also find that with few exceptions, and these are based on physical limitations of the home in relation to sleeping space, our foster family homes and our family day care homes are really interchangeable. We do have foster homes who shift from day care to foster family and from foster family care to day care.

We have found that family day care is a service which can be used by children up to the age of 13. The bulk of our children in family day care homes, however, are below two years of age, because the public child care centers begin accepting children at the age of two. Our criterion is whether a child and his parents can use the partial separation and if the family home is the setting which is best for the child. We do not limit family day care solely for the use of parents who must work. We also use it for the child and parent who needs casework service and partial separation rather than the more total separation which comes in foster family care.

Case Illustrations

The father is completing his education and it is necessary for the wife to work. The child, usually an infant, needs the individualized care which comes in a family.

A mother, out of her own needs and drive, needs to work in order to be a stable individual. Usually this kind of a mother is a professional person -- a school teacher, a social worker, or an artist. Again her child needs family day care rather than group care.

A child and his parents are having serious difficulty and the mother has thought of placement basically as an answer to escaping from the 24-hour living with the child which she is unable to sustain. She, or the father and the mother, can work on their problems in relation to the child and the child can take direct help better if there is the partial separation which comes in family day care. In these cases we have even used family day care when the child is attending school and goes to the family day care home before school and returns and stays there until almost supper time.

Supervision of Family Day Care Homes

During the past year at Children's Bureau the average length of time a child has been in a family day care home is 8 months and 12 days. We, from the beginning, have considered family day care as a social service to family, foster family and child. This means that we are actively engaged with the own family and the foster family at all times. The degree of our engagement with them depends upon the amount and kind of help which these people need. In general, our involvement with the child tends to be through the own parent and the foster parents; however, with the children who need individual casework service we do give this to this child in the way we would any other child who needs it. This includes intensive casework treatment when indicated.

In relation to supervision of the foster homes, they are supervised. We see no basic difference in the supervision of family day care homes and foster family homes. The differences exist in the kind of placement. For example, we find that at the beginning a foster family needs the same kind of help in learning how to work with an agency, in coming to an understanding of the behavior of children and how to respond to them, in understanding parents and how to react and handle their responses to parents. The difference comes in the fact that the family day care home has a twice-a-day contact with the parent and of necessity there is a greater involvement. Both the parents and the foster parents need to learn how to use this involvement for themselves and for the child. In this instance it is important that the parent learn how to share immediately with the foster parent what has happened with the child over the weekend or at night so that the foster parent can be prepared for reactions of the child. In the same way the own parents need to know what has happened to the child in the day so that they can be prepared to pick up with the child. Again in family day care it is important for the caseworker to be more related to the actual detail of care of a child in a day care home so that she can help both foster parent and parent work out the continuity of care and see that the details are handled by both foster parent and parent in much the same way.

Use of Family Day Care Homes

By agency policy, we would not place in either a foster family or a family day care home more than two children under two years of age. Agency policy is that we would not generally place more than four children, including the own children of the family, in one home. As it is worked out in our agency, the average day care placement is really only one child to one home, and two in one home is the most that we have ever placed. With a beginning and unseasoned family day care home we would not have more than one set of parents going into the home because we do feel that this is too difficult for the beginning foster parent. We have not had more than two sets of own parents going into one family day care home. When there has been more than one, then we have known that this is something that our family day care home is able to handle. So far we have not been able objectively to point out any major difficulty for the child in accepting both his own parent and his family day care parent. The trouble that has existed in this area has actually, as far as we have been able to ascertain, existed in basic parent-child relationships; and when these are worked out, then the child seems to be able to accept both sets of parents without any difficulty. Our general impression has been that actually the relationship between the own parent and the child has tended to deepen with the service which we give.

Our family day care homes are used on a 5-day-a-week basis. We have had no problem, by the way, in this because all employment in the Los Angeles area is on a 5-day-a-week basis. We also have used family day care homes for children who need to be there only a few hours a day, and we also have used them for before school and after school care.

We use a sliding scale for fees. Our minimum is the weekly amount which we pay to the foster parent. Any amount above that begins to pay for the cost of service. The parent pays the agency and the agency pays the foster parent. For a family of one child and one adult the range is from $12.50 per week to $17.50 dependent on income.

We also have a sliding fee scale for counseling interviews. This fee scale is used for all applicants to the agency. The fee scale for interviews is terminated at the time the child comes into placement. It is also used for counseling in after care.

HUDSON GUILD NEIGHBORHOOD HOUSE

ADMINISTRATION

Hudson Guild is a nonsectarian multi-function social agency which operates a day care center for 85 preschool children as one of its services. It is located at 436 West 27th Street, New York 1, New York. The Guild was established in 1895 and serves the Chelsea area bound by the Hudson River and the Avenue of the Americas, between 14th and 34th Streets (an area of about one square mile). The 61,000 population is mixed ethnically, and in recent years there has been an influx of Negroes and Puerto Ricans.

Purpose and types of service

The purpose of Hudson Guild, as defined by Dr. John Lovejoy Elliott, its founder, ..."shall be to provide a neighborhood center for individual and cooperative activities to the end that the neighborhood, and as far as possible, the larger community may better meet the human needs and aspirations of men, women and children, that all may learn and practice better ways of living and working together."

In addition to the day care center, which is an integral part of the overall program, Hudson Guild offers many other services for all age groups as well as numerous recreational and leisure-time activities.

History and growth of agency

Throughout the entire 65 years of its existence Hudson Guild has assumed a leadership and pioneering role in the life of the community. It has worked with its residents towards the solution of its numerous problems, including the resolution of differences, the provision of community resources, and the improvement of living conditions. One of the first free kindergartens was established in the Guild in 1896, and the first summer play school in cooperation with the Play Schools Association was started in 1917 by Hudson Guild.

It is no accident that the Lower West Side Health Center is located at Ninth Avenue and 28th Street, nor that the Hudson Guild building itself, now owned by New York City, is bordered on one side by the John L. Elliott Housing Project and Chelsea Park on the opposite side.

Demolition is now progressing for three new housing projects in the immediate neighborhood -- one State, one federal and one cooperative. The Guild has played an active and untiring role in all of these improvements in Chelsea.

Since 1895 Hudson Guild has consistently planned programs focussed on the needs of young children and their parents. After the inclusion of the kindergartens in the public school system a cooperative nursery school was started in 1943, and became one of the first all-day child care centers inaugurated under the Mayor La Guardia's Committee on Wartime Care of Children, which was supported by State, City and private agency funds.

Administrative structure of the agency

The Director of the day care center is under the supervision of the Hudson Guild Director and the Assistant Director and has the responsibility, as do the other heads of departments, to implement agency policies as defined by the Board of Directors. She attends and participates in executive and program committee meetings, and works closely with her Board representative.

The staff members of the center are agency employees and have the same privileges and obligations as other staff members. They attend overall staff meetings, serve on committees and participate, as far as working schedules permit, in all special activities of the agency. It is the Director's responsibility to give orientation and help all staff members to understand the framework of the agency and the community in which they work.

Cooperating agencies

The Hudson Guild operates the day care program, but it is supervised by the Division of Day Care of the Department of Welfare. The City of New York allocates funds to the Department of Welfare to provide day care services for children through approved voluntary agencies of which the Guild is one. Close cooperation between the center and the Department of Welfare is essential.

The center not only functions with the approval of the Department of Welfare, but is licensed to operate under the New York City Board of Health. The center is housed in the John L. Elliott Housing Project so there is continued contact with the New York City Housing Authority.

The health program for the center is under the direction of a neighborhood pediatrician who is on the staff of the New York City Board of Health, St. Vincent's Hospital and St. Clare's Hospital. The center works cooperatively with these two hospitals as well as two others within the area. The New York City Health Center at 28th Street and Ninth Avenue is another cooperative service which is used both for referrals and clinic facilities.

Many applicants for day care come through the Welfare centers in Chelsea. The aid to dependent children given by the Department of Welfare enables a mother to stay at home with her child during his first three years, at which age the child can be placed in the center and the mother can be employed. When home relief is needed to supplement her earnings the fee for the child is paid by the Department of Welfare. Other cooperative agencies used are the public schools and the Bureau of Child Guidance.

Family agencies, such as Community Service Society, Catholic Charities, and the Jewish Board of Guardians also work cooperatively with the agency and the center.

The teacher training schools in New York send students to the center for their student teaching placement, as do two schools of nursing. Two high schools also use the center in this way.

Selection of teachers; inservice training

Staff is selected and employed by the agency but qualifications, hours of work, and salary scales are approved by the Department of Welfare. Employment practices which affect reimbursement to the agency are formulated by the Department of Welfare and the Day Care Council.

All the group teachers are certified by the New York State Department of Education and all the assistants are working toward certification in the field of Early Childhood Education.

Inservice training for the purpose of professional growth is carried on at weekly staff meetings in the center, and monthly meetings under the supervision of the Division of Day Care consultant. Other opportunities offered by the agency are basic Spanish classes, workshops on integration, and housing problems.

One of the most valued opportunities has been the training given the staff through the Hudson Guild Counseling Service or Mental Health Clinic. Through this service, the teachers have increased their knowledge of the dynamics of personality growth and have learned to spot deviant behavior patterns in formation. With the help of the team approach (psychiatrist, psychologist, caseworker and educator) they have gained skill in the handling of disturbed children within the group, as well as skill in knowing when and how to refer a child for clinical help. Their understanding of the parent-child relationship and the teacher-child relationship has been deepened. Mental health principles have become a part of their professional equipment.

SERVICES - GROUP DAY CARE

The average number of children cared for per year over the last five years has been 156. The budget capacity is 85 so this represents almost a hundred per cent yearly turnover in any given year. The average attendance for the same period of time has been around 87 per cent. The waiting list of 10 to 12 is reviewed monthly, and vacancies filled shortly after they occur.

At present, enrollment and attendance figures are much lower. Hundreds of families have moved from the immediate neighborhood as six entire blocks have been cleared to make way for new housing. The budgeted capacity has thus been temporarily reduced and will be increased again when indicated. This demonstrates the flexibility of the Department and the good working relationship between the public and private agency. Changes such as this can be made by careful planning without becoming a hardship to anyone, or interfering with the functioning of the center and its service to the community.

Intake

The Counselor, who is assigned to the center by the Department of Welfare, is responsible for the intake procedure and for the establishment of the family's eligibility for day care service. After a careful investigation which includes a home visit and discussion with both parents as to the soundness of the plan for the child and the family, eligibility is established. The fee is set in accordance with a sliding scale determined by a budgetary basis. The weekly fees at present for preschool care extend from a minimum of $2.00 to a maximum of $19.95. (Fees represent about 10 per cent of the total budget, Hudson Guild contributes 2 per cent, and the City of New York covers the balance.)

After the necessary health forms, in compliance with the New York City Health Code, have been received and checked by the registered nurse - whose services are made available to the center by the agency - an interview is scheduled for the Director with the parent and child. Some developmental history is obtained and a decision is made as to which group the child will be admitted to. The service and program are discussed. Both mother and child are introduced to the teacher and made to feel comfortable and welcome. A date is set for entry and the how and why of the adjustment period is carefully explained. All of the information given to the parent at this time is contained in a booklet (printed in both Spanish and English) which she takes home for future reference.

Child and Parent Orientation

Usually the mother (sometimes the father or grandmother) spends at least a week or ten days in the center with the child. The first day they stay for only an hour or two, later the time spent in the center is increased until lunch and rest have been covered and the child begins to feel at home, then a gradual physical separation from the mother is worked through. Since this is usually a child's first experience away from home and mother, it may well set a pattern for acceptance or resistance to changes to come later, so it is of vital importance that it be a good experience for him.

During the adjustment period, the work with parents is begun through informal conferences when the educational and welfare aspects of the experience for her child are highlighted. It is far more than custodial care that is being given and as the parent comes to realize this she becomes appreciative and cooperative.

Informal coffee hours are occasionally held for parents as they come in the late afternoon, and a few evening meetings are scheduled throughout the year.

Educational Program

The children are admitted to groups according to chronological age -- young 3's, older 3's, young 4's, older 4's and 5's. Flexibility is used as they move on to the next group, depending on vacancies and readiness rather than age only.

The center is open from 8:00 to 6:00. Individual plans are made with the families for the length of time that each child spends in the day care center, when he is to arrive, when he will leave, and with whom.

Even though few children spend as much as 10 hours in the center, it is longer than an average school day for almost all of the children. Therefore, an attempt is made to achieve as relaxed and homelike an atmosphere as possible. The program is carefully planned to nurture the child's physical, emotional and intellectual development. Quieter and more active periods alternate; outdoor and indoor equipment and materials are planned to stimulate and encourage creative activity and satisfying many-faceted play. A hot mid-day meal is followed by a nap. Morning and afternoon snacks plus a vitamin supplement supplies two-thirds of the child's daily nutritional needs.

Reports and Records

The reporting of what is happening to the families making use of the service is of great importance. The Counselor from the Division of Day Care is in a strategic position to get this information in her periodic reviews and home visits, and the teachers' reports on the children can also be used as a means of evaluating what the center means to the neighborhood.

Do the children benefit from the long hours in a day care center? Are they helped in their social and emotional growth? Do they have good learning experiences? Are they kept physically well and happy? The teachers are convinced that the answer is yes and their conviction is reflected in the careful records they keep of a child's progress. The first report is written three or four weeks after a child enters; it is a first impression and gives a description of the adjustment period. The six months summary report, which is more detailed, and the progress reports which follow, show through examples, how his relationship to adults and to his peers change, how he uses materials and equipment, and how he thinks and feels about himself and his family.

These reports are used by the Directors and Counselor in their interviews with parents. They are used by the pediatrician when he sees the child and parent, and they are used in making referrals to the Counseling Service and other agencies such as hospitals and schools. They are also invaluable as diagnostic and research material, as the teacher in her all-day contact with the child is in a position to spot many indications of deviant behavior. They can be used to advantage as a tool for promoting professional growth .

Case Illustrations

In many instances the supervised day care given to the preschool child enables a family to be kept together. An example of this is the S family. Three of the S children have been cared for in the Children's Center during the last five years. Both parents seemed tense and worried; there were indications of severe marital problems. Early in our contact, the family was referred to the Counseling Service (Hudson Guild Mental Health Clinic). There have been many crises in the S family life since that time. Mrs. S was recently committed to a State hospital. Mr. S is now caring for the children and he is continuing his contact with the caseworker for help in this difficult role. The two older children are now in public school, a younger child remains in the Center, Mr. S has the care of the baby at home. The family is supported by the Department of Welfare; vocational rehabilitation is planned for Mr. S.

The two older children who seemed to suffer most from the family disorganization were both in the therapeutic nursery group while in the Children's Center. The oldest child has continued to receive casework help from the Counseling Service. The warm and consistent environment in the Children's Center has probably helped these children considerably in alleviating traumatic experiences at home. In addition, early referral of these troubled parents for professional help has laid a foundation for continued development of the children in their own home.

A case of protective and developmental help is the D family. Mrs. D., a factory worker, who was separated from her husband, applied to us for the care of Marcy, age 3. Mrs. D had recently learned that the woman who had cared for the child had frequently tied her to a chair. Marcy had never been taken outdoors.

When she first came to the center, Marcy was fearful, resistant and aggressive. She was unaccustomed to other children and she reacted fiercely by biting and hitting. As she grew more secure her hostility and fears lessened. She began to develop positive relationships with the teachers and children, and to get real satisfaction from using the material and equipment.

Another typical case is the R family. Mrs. R had been ill for several months and had recently had an operation when Annie, 3, was placed in the Children's Center. Mrs. R's illness had affected her relationship with the child; she had been nervous and impatient with her.

Annie at first seemed babylike; she babbled rather than talked, was not toilet trained, and showed little response to adults. She was accepted on a trial basis but soon began to make definite progress. As Annie developed, the relationship between mother and child became easier. Mrs. R began to take pride in Annie's growth and development.

Unusual Features of the Program

Hudson Guild Counseling Service or Mental Health Clinic An unusual feature of the Hudson Guild Children's Center is the service given to it by the Hudson Guild Counseling Service. The clinic was opened in 1948 and was licensed by the State as a psychiatric clinic in 1951. After the first year, the service has been sponsored jointly by Hudson Guild and the New York State Committee for Mental Health. Since 1955, the New York City Mental Health Board has been the secondary sponsor.

The primary objective of the Counseling Service was to meet the mental health needs of children and adolescents. In its collaboration with the Children's Center, the specific value has been the early detection of children's difficulties. Where the deviation has not been too severe but presented a developmental difficulty typical for the given age, the child could be helped and emotional stability strengthened, usually within the group, through the team approach. The attitude of parents could often be changed through individual casework contacts and in group discussions.

1) Therapeutic Nursery Group This research project is another of the unusual features at Hudson Guild Children's Center. As far as we know, the treatment design which has evolved is unique and unduplicated for preschool children. The pilot project was supported for its first three years by the New York State funds for mental health research.

The Hudson Guild Mental Health Clinic and the Hudson Guild Child Care Center work together on the project which is supervised by the Director of the Mental Health Clinic and a part-time psychiatric consultant who is a specialist in child psychiatry.

The project is an experiment in modified group activity including the use of nursery school techniques. The specific objective of the project is to deepen the understanding of the children's deviant behavior in the regular day care group and find ways of helping the deviant children toward their personal development and social adjustment through the medium of a therapeutic group, as well as in the larger group.

2) The Hudson Guild Nursery School   The Directors of the center administer and supervise a 3-hour morning nursery school for 20 3- and 4-year-old children, housed in and sponsored by the Hudson Guild. The cost of this program is met by the agency except for parents' fees. This service is for neighborhood children who are not eligible for and do not need the all-day care but who can benefit from a nursery school experience. The parents of these children are a source of strength to the agency and its work in the community. They have more leisure time to devote to volunteer work and participation in agency programs than do the working parents in the child care center.

3) The Hudson Guild Dental Clinic   The dental clinic services are made available to all children in the center. Permission slips are secured from the parent, and the children are taken to the clinic by the teachers, thus insuring good dental care from the age of three. Their introduction to the clinic is to go in small groups, with their friend the nurse, for a ride in the dental chair. Everyone enjoys this and positive attitudes are built up so that the children look forward to their dental visits. Minimal fees are paid by the parents for this service.

centrally administered program
of five group day centers

DAY NURSERY ASSOCIATION OF CLEVELAND

2050 East 96th Street
Cleveland 6, Ohio

Purpose and History

The purpose of the Association as stated in its Constitution is to establish and maintain day nurseries in Cleveland and its vicinity and to carry on such other kindred activities as may be decided upon by the Association.

1882 . . . 3 day nurseries open in Cleveland under the leadership of Mrs. Samuel Mather, Mrs. S. A. Raymond, and the Women's Christian Association. The nurseries operate 12 hours a day, 6 days a week and provide care for children as young as 6 months old. . . In 1892 an admission charge of 5¢ per day is made with a special discount rate of 12¢ for three children from one family. Each youngster is bathed and dressed in special nursery school garments immediately upon his arrival each morning. . . It costs 14¢ per day to provide care for a child in 1894, the year the nurseries incorporate as the Cleveland Day Nursery and Free Kindergarten Association. . . Alta House is opened as a nursery in 1899.

In 1905, 959 children from 604 families use the nurseries. . . A Friendly Visitor begins to visit the homes of the children and assist mothers in 1906. . . All five of the nurseries are turned into children's hospitals during the influenza epidemic of 1918. In the same year, to meet the rising cost of living, a sliding scale of admission fees of 10¢ to 50¢ per day is inaugurated. . . In 1926, the Association opens a Behavior Clinic, the first of its kind in the country. Its staff includes a social worker, psychiatrist and psychologist. . . In 1931, the group adopts its present name, the Day Nursery Association of Cleveland.

At present the focus of the Association is promoting the healthy development and well-being of young children through direct service to them and their families in our day nurseries and through consultation with other preschool centers and cooperative work with government agencies when the purpose is to establish and improve the standards of care for young children. Our function is day care -- but because we can in no sense meet the needs of the community extensively, we try to do a demonstration job.

Administrative Structure

The Day Nursery Association has a Board of Trustees of 36 members approximately a third of whom are elected or re-elected each year by the Association. The Association is composed of all interested past members of the Board and all current members of committees and meets three times a year. The Board meets monthly except in the summer. Each nursery, the camp and the consultation service has a committee of not more than eighteen members. The chairman of each committee is ex-officio a member of the Board of Trustees during his term of office. There is a finance committee made up of experts in the field of investment who are usually not members of the Board. The Treasurer and Assistant Treasurer are Board representatives on the committee. There is a Personnel Practices Committee made up of a professional and committee representative from each nursery and the main office. The chairman is elected by the Board. There is a chairman and vice-chairman of buildings and grounds and an officers committee.

Intake

The Day Nursery Association served 418 children between April 1959 and April 1960. Whereas, we almost always have waiting lists, this varies from year to year. We have never been absolutely clear why there are certain fluctuations. No sooner does one think a pattern is becoming discernible than it changes.

When a nursery is filled applicants are asked to keep in touch with the nursery at monthly intervals if their interest continues. Names are not kept on lists when applicants do not call. As soon as possible when openings are foreseen, individuals are asked to come in to the nursery to make formal application. Although a slight screening process may be done over the telephone relating to age, problem, distance from the nursery, etc., to eliminate people who would clearly not be interested or would not be eligible, the major interviewing is done at the nursery and involves at least two interviews. Although the mother is always seen if she is in the home, an attempt is also made to see the father, if possible, and ascertain his interest in the plan as well as the mother's. The caseworker does the main interviewing of applicants although there is participation by other staff members and another person may do the very first screening. The applicants are given mimeographed material about the general program of the nursery and this is discussed with them, what the parents want from the nursery and what the nursery will expect of them from the basis of the initial interview. The applicants are always shown the actual physical plant and meet the child's prospective teacher if she is in the building. A second interview covering the child's developmental and medical history is needed. The details of the introductory period are discussed. The necessity for a gradual induction is generally brought up in the very beginning because of the importance of allowing the parent to think over what is involved and make plans. The actual details may not be discussed until the last. In general the caseworker likes to have the first interview, or at least one interview, without the child. The child is, however, always asked to come once. He and his teacher meet each other and he sees the room where he will be. The child has a physical examination, preferably by his own physician, before entering and a report sent to the nursery. Under any circumstances he is seen later by the nursery pediatrician.

At the time of intake the mother is told that she should count on at least a week for the orientation of her child. She will be expected to stay with the child for the first three days anyhow. The child will not stay for lunch before the third day. In actual practice in many instances because of the pressure of the mother's work, we actually let the child stay for a full day without his mother by the fourth day. We do not think this is ideal. We try not to have this happen if the child has real difficulty in relation to separation. However, where it seems to be an absolute necessity we do all that we can to mitigate the trauma for the child. We encourage the mother to telephone him or make arrangements so that he can telephone his mother. He can, of course, keep a familiar object from home with him. I am enclosing a pamphlet we give to parents called "Things You Should Know About Your Nursery School." This also includes something of the schedule of the day. As a matter of fact, in relation to group scheduling it differs from nursery to nursery. We do not feel that there is one final decision on how children should be grouped. We do think that small groups are important and where we have as many as 24 children in a room, even though it is with three teachers, we find this is too many children for a single space. Under such circumstances we try to do a good deal of dividing during the day, using other sections of the building or artificial dividers.

Educational Program

The intention of our educational program is to meet the appropriate developmental needs of children of three, four and five. This includes strictly educational needs involving supplying suitable information about the world around them, involving introduction to stories, poetry and music and learning in relation to themselves as individuals and each other. In a day care center it is necessary to meet some of the mothering needs that small children have. In this, there is a difference between a day care center and a nursery school where hours are brief. Needs in relation to toileting, feeding and sleeping have to be met and more affectional needs must be met in a long day than in a short one. It is the purpose of the day care center to promote and maintain the healthy growth of the children it cares for in a way that is a sound supplement to the home.

Records

All our teachers keep records in the pre-school section. Each teacher is responsible for the records of eight children. A report is supposed to be written on each child after the first two weeks and three times a year thereafter. Different nurseries have different methods of keeping notes but all teachers are encouraged to have some kind of a system so that she can make regular notes in relation to every child in her group. Our kindergarten teachers may be responsible for the records of 12 to 15 children.

Parent Contact

The social workers usually write up their intake in fair detail. Thereafter they summarize their interviews and are supposed to record on each family twice a year. In unusual situations they may record more frequently.

All teachers have regular informal contacts with the parents and these may be a daily exchange in relation to how the child is getting along in the nursery school and how he is getting along at home. As a rule, partly because of the time factor, the teacher's contacts with the parents are on a relatively informal basis and are relatively brief. From time to time a head teacher may have a planned formal interview. In our nurseries it is the social worker's function to carry the main responsibility for work with the parents. She keeps track of how the children are getting along in the group and has some kind of regular procedure for finding out how things are going at home. It is her function to coordinate what happens to the child at home and in the nursery school. As you can see from what has been said above, in many situations a great deal of the work is in a sense carried by the teacher but the responsibility for actually coordinating and recording work with the parents is the caseworker's. Although she has some sort of regular contact, be it formal or informal with all parents, these may be at relatively infrequent intervals. Some parents may be seen on a weekly basis. The caseworker is responsible for setting fees and for necessary readjustments, although not necessarily for collection. The social worker is responsible for necessary referrals to other agencies and for carrying responsibility for cooperative work with other agencies.

Budget and Fees

The budgets for our five nurseries in 1959 amounted to an aggregate figure of $225,351.

The per capita[1] cost varies from nursery to nursery. The per capita daily cost for each of our nurseries is:

Bingham Day Nursery	- $3.08	Lakewood Day Nursery	- $3.43
Hamill Day Nursery	- $4.67	Mather Day Nursery	- $4.07
		Wade Day Nursery	- $4.02

The proportion of the operating expense cared for by fees is approximately 15% [2]. However, there is wide variation from one nursery to another. Our highest proportion is at our Wade Day Nursery which is 25.4% cared for by fees.

For the description of personnel, I am enclosing a copy of our personnel practices. For the last nine months we have had a cooperative arrangement with the Visiting Nurse Association. For the details of the medical program, I am enclosing our manual.

Staff

The staff of the Day Nursery Association of Cleveland consists of the Executive Director, directors of the centers, teachers, part-time nursing personnel and part-time pediatricians. Either social workers or educators or nurses can be directors of a center. Directors of centers are responsible for expenditures within the nursery budget and keep the proper sources informed of changing needs. She may be responsible, in consultation with the executive director of the Association, for hiring and dismissing her own staff. It is her duty to conduct staff meetings and keep cooperative effort at a high level. She is accessible to parents and responsible for planning for parent meetings. In addition, she will carry the specific duties for which her particular professional training may qualify her.

Medical Program

A complete physical examination with the parent present is administered to each child upon admission to group care, and yearly examinations are administered thereafter. Care, however, is taken not to take over

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[1] These figures do not include the cost of administration from Main Office. They are based on enrollment rather than attendance.

[2] The 15% proportion of the operating expense cared for by fees includes general office administration, nursery fees and cooperative nursery fees; i.e., all expense and all fees are included.

The proportion of operating expense* cared for by fees only is 20%.

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*relating strictly to day care.

parental responsibility, but rather to educate parents and children in sound procedures which they will hopefully carry out even after they have left the nursery.

Case Illustrations

Mrs. Barnes was distraught and in tears when she applied for care of her three-year-old son at the Day Care Center. Her five-year-old son, a mongoloid child, was making life almost unbearable for her, the three-year-old boy and a one-year-old boy. He was unusually large and strong for his age, and succeeded in pummeling the other two children, tearing and breaking up things in the house. Mrs. B. had to give him almost constant attention to save the other children and the things in the house. Washing, ironing and cleaning had to be done nights after the father returned from work. She was "almost at the end of the rope" physically from the constant care of Rudy, and the lack of sleep due to her housework schedule.

She came to the Day Care Center not only to seek relief from the care of one of the children, but also because she was concerned that Karl was squealing and grunting rather than talking as he is quite capable of doing. She felt that he was beginning to copy Rudy's behavior because it was the only way he could get any attention from her. She was anxious that he have the opportunity to be with normal children and begin to learn in a positive way. She termed the admission of Karl to the nursery school "the only ray of hope" she had received. She referred here to the fact that she had discussed placement of Rudy with her physician only to be told that he was not old enough for State School, and that it would "involve too much red tape."

Karl's stay in the Day Care Center spanned two years. During this time case work was primarily with the mother, but at points the father was also seen.

Mrs. B. felt considerable relief just from having Karl away during the day. Also, she was pleased as he began to become interested in the activities at school, and to learn in a positive way.

Mrs. B. was helped to get specific information regarding Rudy's placement. Both mother and father needed opportunity to bring out their feelings of guilt around placement, but were steadily helped to see it as the only practical arrangement for the family's welfare.

As soon as the younger boy became of nursery school age he, too, was accepted in the Day Care Center as Karl progressed to the kindergarten group in the Center, and entered the Public School Kindergarten.

With relief from the day care of both younger boys, Mrs. B. began to manage much better at home. She reported "I never knew life could be so wonderful."

The B's did effect Rudy's placement in the State School as soon as there was an opening. With this relief Mrs. B. secured a part-time job for several months to catch up financially for the time Mr. B. had been unemployed. Within a few months after Rudy was placed, Clifford was to enter school all day. Mrs. B. said that she now felt quite able to care for the children and the case was closed.

Mr. and Mrs. K. were married when Mrs. K. was seventeen, Mr. K. twenty. During the succeeding years six children were born to them in rapid succession. Mrs. K. found the responsibilities of motherhood and homemaking difficult, and several times during these years left the home to stay with relatives and "get away from it all." However, she always returned after a few days. Finally she left, and this time was gone for several months. Mr. K. tried to manage by leaving the children with neighbors, with his aged grandmother during the day. Soon all agreed that this plan could not go on. The grandmother simply could not cope with the children and the children themselves were becoming more and more upset with constant changes. Mr. K. was determined that the family be kept together, hopeful that mother might return.

At this point he applied at the Day Nursery for the care of five children, one pre-school child, one kindergarten age, and three school-age. He was fortunate to find Bingham Children's Center where the children under care are from three to ten years of age. Four of the children are in school, but all are brought to the Center before school hours because of the father's work schedule. They receive a substantial hot meal at noon, and return for group activities after school. The main meal for the children five days a week is a great lift to this father. Also, he works knowing that the children are safe and well cared for. Grandmother is able to manage with the two-year-old, and other relatives help, but do not feel "put upon" as they did when they took on five extra children for the day.

With the caseworker's help Mr. K. has been able to talk realistically with the children about the mother's absence. Previous to this he had told them she was ill, visiting relatives, or most anything to stop their questions. The teachers in the Center noted that the children began to be more relaxed and to settle into the group when they were able to talk about their mother. This they did not only with the father, but with the teachers.

Further work with the father has of necessity centered around practical planning for the family, and discussion regarding the individual children. However, the father is interested in discussing his wife's behavior in an effort to better understand her as a person. He has begun to recognize that she was living under many pressures, and needs help and understanding rather than censure and blame.

If the mother returns the plan is to include her in the nursery planning with the idea that the day care plan for the children might be one way of relieving family pressures.

a multi-function agency
under church auspices
providing day care
consultation

THE CATHOLIC CHARITIES OF THE ARCHDIOCESE OF NEW YORK

DEPARTMENT OF CHILD CARE

122 East 22nd Street
New York 10, N. Y.

History and Purpose

Catholic day care services for children had their origin in the Archdiocese of New York in the second half of the nineteenth century. In these years of heavy immigration to the United States, day care centers generally known as day nurseries, were opened and operated by groups of Catholic lay people as well as religious communities whose particular work was with the impoverished, often destitute families, who were newcomers to our country. Scattered throughout the crowded, poverty stricken areas of New York City, these centers were concerned with the protection and care of children, including infants, who were in need of care and shelter during the day. Until the second decade of the 20th century these programs operated as separate, often isolated units. With no central office to give them support or help they frequently carried on their work in the face of great hardship with insufficient income to meet the standards which they desired. It was not until the formal organization of Catholic Charities that the Catholic day care centers became an integrated part of the total program of Catholic welfare services for children.

The Catholic Charities of the Archdiocese of New York was incorporated on May 1, 1920, under the laws of the State of New York, for the three-fold purpose of "Organization, Improving and Extending the charitable works of the Archdiocese." Under its plan of organization, a special division, now known as the Department of Child Care was set up for the purpose of coordinating, improving, and expanding Catholic services for children. Under its first priest Director, with the assistance of a trained lay staff, the Department of Child Care undertook its function of coordination, standard raising and consultant service which has continued for forty years.

From the very beginning of this new affiliation the importance of the family to the child was emphasized as a basic principle, with the underlying premise that every effort should be made to strengthen the child's own home. Among the first accomplishments of Catholic Charities was the implementation of this principle through the provision of casework to families and the strengthening of day care services. Encouraged by financial support and consultation provided by the Department of Child Care, programs were improved in line with increasing knowledge and understanding of child growth and development.

Services

Today there are 37 child caring agencies affiliated with the Department of Child Care. Included in these services are child caring homes for neglected, dependent and delinquent children, foster care and adoption agencies, specialized programs for children handicapped mentally and physically, and 12 day care centers.

Ten of the day care centers are located in Manhattan, one in the Bronx, and one in Westchester County. The centers within the City of New York are approved and licensed by the Division of Day Care of the New York City Department of Health. The one nursery located outside the City of New York is approved and supervised by the New York State Department of Social Welfare.

Day Care Programs

Although all the day care programs of the Archdiocese are coordinated and assisted by the Department of Child Care of Catholic Charities, each is administered by a religious community and operated by its own board of directors. Located in areas of need these centers offer programs for children aged 3 to 6 who for economic or social reasons require daytime care outside their own homes. During 1959, 1,364 individual children were served in the day nurseries. Each of the nurseries has a waiting list which is reviewed periodically.

Staff

The staffs of the Catholic day care centers are composed of both religious and lay personnel. Teachers are trained in Early Childhood Education; each center has a pediatrician on its staff who makes regularly scheduled visits; the Director of each Center assumes responsibility for intake.

Intake

The intake process consists of:

1) initial interviews with parents who make application to the center or who are referred by Catholic Charities Family Service or other community agencies;
2) Careful review of each family situation to determine the need for and appropriateness of day care;
3) Referrals to other agencies when the center has no vacancies, when another type of service seems advisable, or when family casework or counseling are indicated;
4) Follow-up admission interviews which include the obtaining of pertinent data and information, interpretation of the policies of the nursery, discussion of the plan for day care as it will affect the child and his family, and the establishing of a fee based on the family's ability to pay. During the admission interviews the Director meets, whenever possible, with both parents, and with the child who is given an opportunity to become acquainted with the center and adjusted to the program through a plan of gradual admission.

Consultative Services

To integrate and strengthen the three essential areas of day care service - welfare, health, and education - consultants from the Department of Child Care representing a variety of professional disciplines work directly with the staffs of the day care centers. On an administrative level, staff of the Department of Child Care works directly with Directors of Centers in the areas of personnel and staff development, integration of the various services, preparation of budgets, management problems, and improvement of physical plant. Through regularly scheduled contacts, consultants from the Department of Child Care work directly with staff of centers in the areas of casework services, health, nutrition and early childhood education.

In addition to its function of coordinating and standard raising, the Department of Child Care acts as liaison between the Catholic child caring agencies and public departments, other departments of Catholic Charities, and community agencies. Through this central "clearing house" of Catholic child welfare, duplication of services is avoided, new programs are initiated, existing services are expanded or modified to meet changing needs.

Through this multiplicity of relationships a broad program for children has been maintained by Catholic Charities for forty years. Day care has been, and continues to be an important part of these overall services. In its inception the day nursery provided physical care - safeguarding the children under the supervision of a "motherly" person. Through the years there has been a continuing development as new concepts of health, welfare and mental hygiene were accepted. Today, the Catholic day care centers provide these enriched services for the benefit of the family as well as the development of the children under care. Catholic day care services as well as other welfare services to children rest on the principle that so far as possible, children should be reared in their own homes by their own parents who are first of all responsible for their upbringing. Where the security of that home is threatened by circumstances, economic or social, day care services should be available. The Catholic day care centers in the Archdiocese of New York exist to supplement and preserve the home - never to substitute for it.

Following is an example of one of the programs offered by a day care center receiving consultation from the Catholic Charities, Department of Child Care:

> "Some children admitted have stable, loving homes where care is more than adequate, but the children suffer from physical or neurological handicaps which, though not severe enough to warrant care in a specialized service, may cause great difficulties and possible serious retardation in the beginning years of school unless some planned group activity is available beforehand. Such children are always referred by a hospital, clinic, private physician, or other responsible agency.
>
> "Staffed by three Sisters and four laywomen, the Nursery provides care for 42 children between the ages of 3 and 6 years. The daily program is carefully planned, with an hour of outdoor play for each group in the morning and afternoon, and indoor activities for the remainder of the day. These activities are interspersed with a snack of juice and crackers at mid-morning, a hot meal at noon, two hours of rest, and another snack of milk and cookies upon arising."

THE GREENWICH CENTER FOR CHILD AND FAMILY SERVICE, INC.

ADMINISTRATION

Purpose and History

The Greenwich Center for Child and Family Service, Inc., 40 Arch Street, P. O. Box 965, Greenwich, Connecticut. The Agency is a merger of a family agency and a children's agency that took place in 1939. It serves the Town of Greenwich, which includes Riverside, Cos Cob, Byram, Old Greenwich.

"To foster the development of wholesome family life in the community," is the constitutionally stated purpose. To this end, it provides a counseling service, operates a nursery and places children in foster homes and institutions.

The Center is a direct descendant of the United Workers, founded in 1906. Under various names, the family service department of the United Workers finally became the Social Service League, and in 1939, merged with the Children's Center to become the Greenwich Center. The Nursery, originally a department of the United Workers, became an independent organization, about 1914, and remained so until 1937 when it merged with the Greenwich Shelter to become the Children's Center. The Nursery was, in its early days, primarily a custodial "parking place" for children of working mothers. The children ranged in age from infancy to nine or ten years. The older children went to a nearby public school. After the last merger, The Children's Center and the Social Service League, 1939, the top age limit was pushed down, first to kindergarten age, and later to pre-kindergarten. The lower limit was pushed up to two-and-a-half.

Administrative Structure

We have a board of directors with 30 members, to whom the Executive Director is responsible. There is a Nursery Committee, made up of Board Members who have previously served on the casework committee, or who may be serving concurrently with the casework committee. This committee concerns itself with recommendations for fee setting, budgeting, etc. It often meets jointly with the casework committee for casework is considered the basic function of the agency and the nursery, purely an adjunctive service.

Cooperative Work with Other Agencies

Participation in the Community Council. Currently, a member of our board is chairman, and two staff members, members of a committee on pre-kindergarten education.

Teacher Selection and In-Service Training

Teachers are selected on the basis of their personalities and suitability for work with children. We have two with Masters degree and one R.N. The assistant teachers we select for their warmth, perceptiveness, etc., and usually train them ourselves. We have seven experienced (all these with Masters degrees) case workers, all of whom carry nursery cases.

We have one joint case work and nursery staff meeting weekly. Children are discussed, and theory of normal child development taught. We have a monthly seminar for Casework and Nursery staff, with a child analyst from the Yale Child Study Center. We discuss various children and show slides and films illustrating their personalities and behavior. We have referrals from the various agencies in town.

SERVICES

Enrollment

In 1959, a total of 78 children representing 72 families used the nursery. 49 of these came mornings or afternoons only, and 29 for a full day. The maximum enrollment at any one time was 52. We do not have an official waiting list. We sometimes help families make other plans when the nursery seems unsuitable. Our part-time children are selected on the basis of their parents' ability to use the case worker to follow child's development.

Intake

All the casework staff do intake. Nursery applications are presented in casework staff meeting. When it is agreed that the application is appropriate, a conference is arranged by the intake worker, with the supervisory staff of the nursery. At this time, the child is discussed in relation to the group formation, etc., and if it seems appropriate, he is admitted. (Before the nursery conference, the caseworker has seen the father and paid a home visit to the child.) Depending somewhat on the age of the child, the mother is asked to stay with him for the first few days or a week, or even weeks.

Educational Program

This depends upon the individual children, their ages, etc. The intent of the educational program with parents and children alike is to foster the healthy personality and development in the children.

Recording

The nursery teachers write observations and reports and final reports when the child leaves the nursery. These are discussed with the caseworkers and eventually filed in the caseworker's record.

Teachers' contacts with parents are largely about practical matters - car pools, etc. All parents are seen at least monthly by their caseworkers and are expected to report any unusual occurrences in the child's life - death of a relative, a brother's tonsillectomy, a new baby, etc.

Budget

Our total budget for 1961 is $124,000.00. Approximately 33% will come from fees for case work and nursery service. $2,000.00 from endowment, and the rest from the Community Chest. Per capita per child cost approximately $50 monthly (1/2 time), $125 monthly (full time). Fees are in a sliding scale. All day $75.00 monthly, half day $50.00 monthly and down.

Staff

As mentioned before, we have a case work staff of 7, including the Executive, a nursery staff of 7 teachers and 1 cook - we consult with various pediatricians about various children. We have a staff seminar (including nursery) with one child analyst and individual consultations with 3 other child analysts. We have a janitor for three days a week. We have a clerical staff of three, plus a bookkeeper one day a week.

Our agency serves a complete cross section, socially, financially, religiously and racially, of the community. By and large, the all-day children of whom there were 29 last year, represent some protective, some developmental cases, as well as some where the mother works.

DAY NURSERY ASSOCIATION OF INDIANAPOLIS

ADMINISTRATION

Purpose and History

The Day Nursery Association of Indianapolis, Inc. was established in 1901 and serves all of Marion County (the metropolitan area surrounding Indianapolis with a population of about 600,000). There have been a few children from adjacent counties whose parents are working here. The Day Nursery Association operates two centers.

The original purpose of the agency was a combination boarding care and day care for indigent children, but in 1930 it became exclusively day care with membership then in the National Association of Day Nurseries. The present objective is "to help children develop by establishing and maintaining a day care center for children whose parents, by reason of employment or other circumstances, are unable to provide such care. The Association believes the child's early years are a formative period in his life. The program is planned to help the child grow physically, socially and emotionally under the guidance of trained and experienced teachers." There was a shift in emphasis from an exclusively "charity" service to a protective and developmental resource for children of working parents. Only group day care is provided.

The agency is non-sectarian, supported by United Fund, a member of the Child Welfare League, licensed by the State Department of Public Welfare, and the State Board of Health. Children between the ages of 3 through 8 are eligible for care, and there is no barrier because of race, religion, citizenship nor income. Each case is considered on an individual basis, with priority being given that with the greatest need.

Licensing permits a total enrollment of 142 children for both branches, although if necessary there may be over-enrollment, taking into account the average daily attendance.

Organization

The board of directors is composed of twenty-one members. Standing committees of the board are case, educational policy, materials, house and grounds, finance, health and camp, public relations, membership, by-laws, personnel and nominating committees. The board delegates policy formation to the executive director during the summer months. The executive director is an ex-officio member of the board, attends board and committee meetings. She also serves in an advisory capacity to the auxiliary which raises funds and provides volunteer service to the Association.

The staff is composed of the educational director, twelve teachers, a caseworker, and secretary. The nurse, nutritionist, and pediatrician work on a part-time basis. In addition, there are maintenance personnel. The educational staff is directly responsible to the educational director, the caseworker to the executive director, who is herself a social worker. It is the function of the executive director to coordinate and direct the entire program.

Cooperative Work With Other Agencies

The agency is a member of a very active, effective Health and Welfare Council whom we may ask for help in needed areas.

The Association works most frequently with the Marion County Child Guidance Clinic (private), by taking on an experimental basis some of their referrals, and their doing diagnostic and treatment of children and families whom we refer to them. Riley Hospital (public), an affiliate of the state medical center and a hospital operating solely for children, has used us for special cases where group care of a child has been recommended. Many referrals come from the County Department of Public Welfare, particularly from ADC program where the returning of the mother to work is indicated. Family Service Society (private) and our agency have handled a number of cases jointly. One of our closest relationships is with the Social Service Public School (public), particularly since we have a school age group at the Lockerbie address. Catholic Charities (private and Children's Bureau (private) send us some cases, and within the last year we have had more referrals from doctors, particularly pediatricians and psychiatrists.

The director of education has had an active steering part in the formation of a new group known as the Indiana Association for Pre-School Education. This is the outgrowth of a small committee of the Health and Welfare Council which for years had catered more to the professional agencies, excluding the private nurseries or the parochial ones, etc. This new group has a cross section of membership with representatives from proprietary day care centers, cooperative nurseries, public and parochial school, doctors, nurses, etc. It will meet four times a year and discuss mutual problems, help raise standards for those centers not licensed, etc. This organization meets a long felt need for rapport among day care people.

Educational Personnel

There has been little turnover in the teaching staff in the past several years. We hopefully set the same standards as the public school when selecting new teaching personnel, who are first interviewed by the education director, then the director, and approved by the Board of Directors. Our salaries have been raised to a competitive level with those of the school. There are four teachers on our staff who have their licenses for public school, the others having varying degrees of pre-school education, related post graduate work, or the equivalent in years of experience.

The social worker has her Master's Degree from New York School of Social Work, with a long work experience with Family Service Society.

In-Service Training

In-service training is in conjunction with weekly staff meetings nine months of the year. This past year concentrated on either visiting agencies in the community or having their directors give talks to the staff. This was felt to be of great help because of the many different kinds of children being referred to us by the community services. This answered the teachers' "how can we be of service" and made them much more cooperative and flexible. Consultants have been used whenever possible, i.e., from the State Department of Public Welfare, Board of Health, Health and Welfare Council, etc.

Cooperative nurseries have had rapid and wide-spread growth here. Our agency has been used as a model for those taking a special course prior to work in the co-ops, and our educational director has done some teaching of this group.

Several years ago, at the request of the directors of student nursing in the local hospitals, a field work program was developed for the student nurses prior to their service on the pediatric wards. While they had had the academic background (child growth and development, etc.) it was felt that they could not properly deal with the sick child without understanding the well child. This is an observation-participation program being used by three hospitals, with a variation in time spent at the Nursery from a minimum of one week to a maximum of three weeks for the different groups of nurses. We make a charge of $12.00 a week per unit of six nurses. One special program has been worked out at the request of DePauw University, and from Indiana University we have had several graduate nurses (themselves head of pediatric wards) who are working on advanced degrees. This program has met with great enthusiasm on the part of the hospitals and they have observed excellent results from this training. We are constantly re-evaluating this program both from a community standpoint, and from that of the agency.

GROUP DAY CARE

Enrollment

Between April 1959 - April 1960, 395 children were enrolled. There is considerable fluctuation in enrollment, with waiting lists for some groups and not for others. Because of licensing we are limited in the individual age groups, as we have space, for example, for more 5-year-olds than 4-year-olds, and still less for 3-year-olds. At the Lockerbie center, there is seldom a waiting list, but at West Branch, which is located near the medical and dental center, there is often a waiting list since that branch is licensed for only 45 pre-school children.

The Day Nursery Association is in the process of building a third center on the north side which is planned for 75 children between the ages of 3-5 years. The land has been purchased, the plans have been designed, and the agency is now preparing for a capital fund drive to begin in December 1960.

Intake

All intake is handled by the social worker, who interviews the parent by appointment in the office. The program is explained to the parent, and if the case is accepted, forms are filled out and kept with the case record which includes a narrative record of the situation. The parent is shown through the nursery, meets the teacher whom his child will have, agrees on a date for the physical and day of induction. The teacher is later given a thumb-nail sketch of the family and child, with particular emphasis on any special problem. The social worker later checks with other agencies who may be active on this case. (The Social Service Exchange is not used routinely. Past experience indicated that preponderance of cases had no record with other agencies.) The fee is also established by the social worker at the time of the interview.

Intake interviews in the course of a year average about five a week. However, we have observed that in August and September intake is heavy, and again in June our school age placement requests increase.

Induction consists of an initial physical exam either by the private doctor who must send a statement of health, or by the agency pediatrician, for which there is no charge to the parent. On the first day the parent and child come at 9 o'clock, both stay in the group for about two hours, then leave. At this time the teacher talks to the parent and fills out the Child Information sheet. The second day both return, and if the child appears comfortable, he may stay through lunch. The third day, with the parent spending more time out of the room, the child may stay through nap time if he seems able to accept the routine. The fourth day, he stays until three without his parent, but the agency must be able to call the parent if necessary to come get him. The agency attempts to be flexible with this process, for there are always exceptions and there are varying degrees of acceptance of our program both on the part of parent and child. (Cases have been seen where the child gets along much better without the doting, over-solicitous parent!)

Educational Program

Children are grouped by ages (unless a special problem otherwise indicates) in self-contained rooms, and each group has two teachers.

The type of play and manner of use of equipment and materials is largely determined by the individual children and their interest, most often based on each child's past experience and present abilities. Nevertheless, the activities, attitudes and feelings of the teacher greatly influence the children's interests, their particular methods of pursuing their interests and the manner in which the children utilize their abilities and develop new capabilities. As a result of combining the study of child growth and development with a knowledge of children's interests and abilities at different ages, a "summary picture" of the center's activities is given.

All children have opportunities in the morning period for creative activities involving the use of dough, clay, fingerpainting, easel painting, block building, doll corner play, etc. There is also an outdoor period for free, constructive play, before clean-up time, lunch and the nap period. Also during the day, time is provided for story time, small table play, and other quiet activities, as well as an afternoon outdoor play period. With the older children (kindergarten), children's activities are to a greater extent group initiated than with the younger groups. Opportunities are provided for the child to develop as an individual as well as through interaction with the group.

Parent-Teacher-Social Worker Relationship

Teachers keep the Child Information form, then add periodic evaluations of the child and his progress, which is made in duplicate (the carbon kept in the social worker's record). Some teachers add narrative information. This total record is passed on to subsequent teachers who have the child, and when the child leaves the Nursery, any additional material is added to the social worker's record and kept in the closed file.

The teachers have daily contact with the parents, as each child must be brought to his room, and the parent must wait while the teacher makes a cursory health check of the child. This often brings about informal conversation with the parent, who occasionally brings up a personal problem or one involving his child. Any problem of a serious nature is referred to the social worker, who then discusses it in more detail with the parent, making any necessary referrals to other agencies if the situation is beyond the scope of this agency. There may be resultant conferences with the social worker, teacher, educational director, and parent together. Again flexibility is exercised in meeting any problem.

In the past there have been attempts at parent-teacher-social worker meetings, but attendance has been poor. This past year an early morning coffee for the parents was held and it was found successful. This is to be continued on an individual room basis, giving the teacher an opportunity to emphasize the purpose and advantage of group care, explain her program and answer questions. The social worker, educational director, and director may attend also.

Financing

The total budget for the year 1959 for the Day Nursery Association of Indianapolis was $108,000, approximately 30% of which was derived from fees. Other sources of funds were the United Fund of Indianapolis and monies raised by the Day Nursery Auxiliary. Per capita daily cost in 1959 was $4.11 or $20.55 weekly. Fees are determined on a sliding scale and range from $5 per week to $20 per week.

Case Illustrations

Protective

Billy, four-years-old, has been known to the Nursery about three months. Mr. K. has been a mental patient and been in the Veterans' Hospital at Marion, Indiana. At times, he has been physically cruel to both Mrs. K. and Billy. The family lives in a basement apartment and Billy has no playmates. At present, Mr. K. is working at Goodwill Industries in a program designed to assist mental patients in rehabilitation. The family has received assistance from Township Trustee and Marion County Department of Public Welfare. Mrs. K. is cooperative but limited and has been unable to find employment. The K.'s have not paid a fee at the Nursery. Billy tends to play alone in the group and to do annoying things to get attention.

Custodial

There are eight children in this Catholic family and the three youngest, Dann, Mary Lou and Billy need consistent supervision and guidance, which is provided by the Nursery while the parents work. The five older children attend school. The parents recognize that these youngsters have been left too much under the inadequate and often disinterested care of the older children or a baby sitter. They need the patient and understanding that only trained teachers can give them.

Developmental

David, five-years-old, a cerebral palsy case, also had emotional difficulties caused by marital discord and the ultimate divorce of his parents.

He needed limits and routines created in a normal group experience. His mother was too sympathetic and overly protective. He recently had surgery and will eventually be completely normal physically. David surprised everyone by his progress and the excellent adjustment he made in the Nursery.

Absence of parent from home

1. Physical

Landrum's mother was in the hospital for an extended time following delivery of a still-born child. Landrum's father, a Presbyterian minister, arranged for day care for the child in the Nursery. Although the mother is now convalescing at home, Landrum is so happy and contented with the group that the parents plan to leave him here indefinitely.

2. Mental

Sharon has now been in the Nursery nearly two years. Her maternal grandmother made arrangements for her enrollment as her mother was a mental patient in the psychiatric ward at a local hospital and her father was diagnosed as having multiple sclerosis. Sharon was quite withdrawn when entering our group, but has made slow but steady progress and now plays well with the other children and participates in our group activities.

Medical referrals

Joni, five-and-one-half, was referred to the Nursery by the Riley Hospital Child Guidance Clinic. She had been blind since birth as the result of oxygen exposure. Although both parents were medical students, the mother was regarded as an emotionally and mentally disturbed person. She resisted enrolling Joni in the Nursery and did so only at the insistence of the Clinic. The psychiatrist felt it extremely important for the child to be separated from her mother and to have a normal group experience. She made a fine adjustment in our group and will eventually attend the State Blind School. The mother's attitude also improved.

JEWISH DAY NURSERY OF THE CLEVELAND-JEWISH CHILDREN'S BUREAU

ADMINISTRATION

Jewish Day Nursery, 22001 Fairmount Blvd., Cleveland 18, Ohio, was established in 1920. The geographical area presently being served includes three large Jewish communities.

Philosophy and History

The existence of Jewish Day Nursery is predicated on the philosophic base that day care centers can be and must be supportive to the home. As such, they must be a dynamic tool in the furthering of family health and stability. Because we believe that the years from 3 to 6 are most important in the formation of character and personality, the Jewish Day Nursery program is addressed to the total child. It is broadly educational and socializing in scope. Creative activities and individual group play experiences are devices which can be psychologically and socially meaningful to the child in helping him to mature sufficiently to be ready for elementary school. Teachers are alerted to observe symptoms of behavior which indicate either inner struggle or acting out tendencies. As far as is possible, we try to help the child through group experiences to handle the tensions which arise between instinctual drives and the developing ego and super-ego. Since the child is out of his own home most of the day the teacher is in loco parentis, and must provide him with physical expressions of love and become his confidante.

Acceptance for admission is based primarily on family needs. Families where illness is seriously interfering with parental functioning are given primary consideration. The word "illness" is interpreted broadly to include psychosomatic and emotional symptoms as well as physical. Applications from working mothers are considered next in order of priority. Thereafter, if placements are still available, it is up to the discretion of the intake worker as to which social situation would be most benefitted by the day care placement on the basis of the child's own special needs. Where a child is showing unusual deviant behavior, we have learned that only one such child can be admitted into a class group at a time without upsetting the equilibrium of the class.

The Jewish Day Nursery was started in 1920 by a group of women who offered custodial and some educational care to all children (infants through school age). In 1945 it became part of the Jewish Children's Bureau. The Jewish Children's Bureau offers foster home and institutional placements, and adoption services. At the time of the affiliation with the larger agency the Board of the Nursery relinquished its autonomy and became the senior auxiliary of the Nursery and Jewish Day Nursery became a component of Jewish Children's Bureau. It was at that time that the accepted standards for a day care program were established. The agency is sectarian, serving Jewish families over a large area of the city. It is difficult to estimate the size of the eligible population since many Jewish children attend other nurseries in the city.

Enrollment

Children three through five are accepted for service. Fees are based on family income and are determined on the sliding scale. The majority of families served are in the low income bracket ($45 to $60 per week). The nursery enrollment has been limited to 40. We have between 10 and 20 children on the waiting list. On the basis of the waiting list, our present facilities do not meet the needs of the community.

Administrative Structure

The Day Care Committee is appointed by the president of the Jewish Children's Bureau. The two Auxiliaries recommend to the Jewish Children's Bureau nine members for appointment to the Day Care Committee. This committee serves in an advisory capacity to the board in relation to day care problems.

The Day Care Committee is composed of representation from the senior auxiliary, the junior auxiliary, board members of Jewish Children's Bureau lay people who are not on the board, the caseworker of the Jewish Day Nursery, the executive of Jewish Children's Bureau and the director of the day care nursery. This committee is composed of not more than twenty members.

The function of this committee is to keep the board appraised of the progress of the Jewish Day Nursery, its intake, its policies, etc. All vital issues concerning the nursery are taken up in this committee, such as staffing, special equipment needed, etc. They also meet to consider special situations and special cases and are involved in such matters as relocating the day care center.

Cooperative Services with other Agencies

Jewish Day Nursery has extensive contacts with community agencies, Aid to Dependent Children, the Public Health Service, the Mental Development Center (for evaluation of retarded children). The Cleveland Guidance Center refers children for evaluative services. Jewish Family Service carries cases with the Nursery on a cooperative basis. Other sources of referral and use are Jewish Vocational Service, Music School Settlement, True Sisters Nursery.

In-Service Training

The teachers are encouraged to take courses at Western Reserve University and at the Day Nursery Association. The staff also has seminars given by our various consultants (medical, psychiatric, etc.; films are shown for discussion purposes; joint discussions with caseworker, director and teachers on case evaluation, intake progress reports, etc.)

The teachers are selected on the basis of training, experience, references and personal interviews.

The staff includes a trained caseworker, who participates in the staff program, does intake, carries most of the families and supervises a student of casework who carries the remainder of the families.

Community Planning

Because of considerable confusion and bias regarding Day Care service, The Cleveland Welfare Federation has issued a statement on the philosophy of day care which we hope will contribute to the planning and building of much needed day care facilities.

In 1959 the Legislature of the State of Ohio passed legislation providing for licensing of Day Care Centers throughout the state.

SERVICES - GROUP DAY CARE

61 children were served during the period covering April, 1959 to April, 1960. There is almost a constant waiting list (ten to twenty). because of unavailability of space.

The average number of intake reviews is 2 to 3, dependent upon one or two parent family.

Orientation of child to the center

The adjustment period at the Jewish Day Nursery is so structured that it is a gradual process. The child stays with the mother in the room the first day for a limited period of time, possibly through the morning work period. Mothers are invited to leave the classroom at certain intervals so that the child will be accustomed to being without her, at the same time having her available if necessary.

The children are grouped into three groups based on their chronological age, intellectual capacity and social maturity. The basic groups consist of children from 3 to 4, 4 to 5 and 5 to 6 (kindergarten).

Teachers write induction reports, child development reports and yearly evaluation reports which are kept in files for each individual child. They also report on individual children with problems that concern them. The caseworker keeps separate family record files.

Contact with parents -

Teachers - At parent/teacher meetings once a month; all school parties and when parent brings child to bus.
Caseworker - The parents, on an individual basis, one to four times a month dependent on need and also at parent/teacher meetings and nursery school parties. There is additional telephone contact as indicated.

Budget

Community Fund, Jewish Welfare Fund, Fees and Contributions comprise the sources of funds of which 12% is from parent fees.

61 children for year '59-'60 were served, with a per capita cost of $7.47 per diem.

The present fee structure was established by a committee of professional staff workers in 1958 who studied family cost of living budgets prepared by home economists in government services, banks and other social agencies. A minimum subsistence budget for a family of three allowing for common family expense and taxation was set up. Provision was made for overall increases according to increase in family size.

An estimate was then made as to how much families could afford to pay for day care after basic needs had been met and a chart was set up establishing a scale of fees graded according to income and number in family. The minimum fee of 35¢ daily was set for families earning only bare subsistence or below subsistence incomes or living on public relief on the supposition that if parents had their children at home all day, they could not feed them for less than 35¢ daily. Fees vary from 35¢ to a maximum of $4.40 per day. Fees are based on gross income, but special allowance is made for unusual expenses such as high rent, excessive medical bills and purchase of necessary furniture. While the cost of school bus transportation was figured into the scale on all fees over the minimum, a separate charge for transportation is not made to parents since the nursery reserves the right to determine whether or not this service is needed. An admission fee of $2.00 annually is charged for each child. Fees are set by the caseworker during the intake process in discussion with the parents, and can be modified at any time subsequently according to changes in family status. The present fee scale was approved by the board of the agency.

Staff Responsibilities

Teachers: duties cover supervision and promoting the training and development of the children (under the supervision of the director); attend individual conferences with director and social worker; attend regular staff meetings; participate in PTA meetings; write reports and evaluations on children.

Caseworker: does the intake; continuing casework with families and wherever indicated, with individual children; participates in joint staff meetings, parent meetings, and day care meetings; handles referrals to other agencies.

Consulting Pediatrician: available for consultations on any health problems in the nursery and leads one seminar a year with teachers related to general health of the children.

Consulting Psychiatrist: available for consultation whenever necessary.

Psychologist: used when necessary in evaluating specific cases.

Dentist: one dental examination per year for all children in nursery.

Director of Jewish Day Nursery: supervision of all staff; does purchasing of all foods, educational materials, equipment for nursery; interviews personnel and all volunteers; plans parent/teacher meetings, day care meetings and staff meetings and workshops; leads workshops for Big Sister volunteers; supervision of all nursery activities; involved with Senior and Junior Auxiliaries of the nursery; handles fees and disbursements; consultations with other agency personnel; contacts with parents, etc.

Case illustrations to demonstrate major uses of day care services:

protective: mother was retarded, father also somewhat limited and the child came to the nursery for the intellectual stimulation, educational experiences offered and the casework support to the mother to keep the family going on as high a level as is possible for the family to maintain.

custodial: father a poor earner, necessitating mother's working and the child, therefore, admitted for nursery day care service.

developmental: parents reached the point where they cannot cope with a child's problems themselves, therefore, seek help from the day care center.

absence of parent from home: grandmother in loco parentis, is unable to handle a normal active child and therefore, seeks some relief by enrolling the child in the day care center.

illness of parent: mother emotionally ill and treated in the out-patient department of a local hospital; needed relief from the children during the day until husband comes home from work.

acculturation: immigrant families, non-speaking English nor understanding American ways send child to nursery to hasten the process of Americanization.

occasional immaturity or retardation: that has prevented a child from entering school at the proper level.

Some additional unique features of the program: Speech therapy with therapists sent from Hearing and Speech Center to evaluate children's speech and offer necessary therapy; Music demonstration series conducted in co-operation with Cleveland Music School Settlement; Gardening Program with all the age groups participating in raising flowers and vegetables for nursery consumption; Casework and Psychiatric Consultations and Evaluation; Individualized Approach through Casework, Psychology, Psychiatry and Integration of Casework and Teaching Program.

group day care, family
day care; use of
proprietary centers

DAY CARE ASSOCIATION OF HOUSTON, TEXAS

ADMINISTRATION

History and Purpose

Day Care Association of Houston and Harris County, Texas. The agency was formed in 1952 as a result of a Community Council Blueprint study. Prior to that time, the day care functions of existing agencies was secondary and it was felt to be of value to identify day care services as such. All but two of the existing community programs became incorporated by the Association. The Association is a United Fund Agency, serving children up to ten years of age. There are no limiting policies on sex, race or age, although, at present, a segregated placement program is operated. The Day Care Association is a child welfare service with emphasis on services which will strengthen the child and his family.

Our Charter states:

> "The purpose for which this corporation is formed is to provide information, advice and guidance for the establishment and operation of Day Care Centers and Family Day Care Homes for children of pre-school and school age residing in Harris County, Texas; as appropriate, to take over and operate existing centers; to evaluate the need for establishing new centers; to organize and operate new centers; and to establish standards, coordinate and improve the services of Day Care Centers in Harris County, Texas."

Association Facilities are as follows:

The administrative and casework offices are a central unit which is not adjacent to any of the other agency facilities. Purchasing, nutrition planning, and other similar services are done here. Facilities available for children include: three group day care centers with a total capacity of 200. At two centers, a small after-school program for children six to ten is maintained.

The Association has 210 children in 45 day homes located in most areas of Harris County. These homes are used primarily for placement of children under 2 years of age and over 6 years of age and are open between the hours of 6:30 a.m. and 6:30 p.m., five or six days a week. A family home may be used for children within the 2 to 6 age grouping if determined by the caseworker to be the best plan for the family.

Licensed Commercial Centers

The Association refers families to licensed commercial centers in all areas of the county. The Association will also place children in these centers and will assist in the payment of the fee in the same way as is done in family day homes.

Casework Services

Casework Services include intake counseling, fee determination for family day care homes; the caseworker's staff also recruits family day care homes, studies family day care homes, licenses them in accordance with the state and local laws. They also provide supervision of and consultation to family day care homes.

Within the day care centers, the social worker consults with the teaching staff, and does some direct work with children.

Work with parents about their children, family planning, fee evaluation and group meetings are also encompassed. In the commercial centers, consultation and observation of children also takes place by the Association's workers.

Income as a factor in service

Generally, we believe our primary responsibility in placement is to low income families and to children with special problems. This, however, is not clear cut and is determined by such factors as need, resources, etc., on a case basis. The total program of the Association is available to all economic groups.

Administrative Structure

The Board of Directors of the Day Care Association of Houston is composed of a minimum of 21 members and a maximum of 40 members. There are 8 standing committees; housing and equipment, finance, nominating, program, personnel and case, and long range planning. The executive director is responsible to the board of directors. The staff is composed of the casework supervisor, caseworkers, teachers, assistant teachers and maintenance personnel.

Cooperative Services with other Agencies

We are a member of the Community Council of Harris County and both Board and staff take an active part on their committees. Day Care services are an integral part of the community with our staff cognizant of and making excellent use of other resources through the usual referral procedures. For the first 6 months of this year there were 185 referrals from 41 agencies. The agency made 66 referrals to 19 agencies. Concern is felt, however, about the lack of knowledge of the philosophy and service of day care possessed by recent graduates of schools of social work. The agency feels that the schools have been amiss in not interpreting this important preventative and protective service more fully.

In-Service Training

Teachers are selected on the basis of a personal interview, references and background information within the framework of our existing personnel policies whenever possible. Employment decisions are cooperative between the Executive Director and the appropriate Center Director.

Weekly staff meetings are held with the 3 Center directors, the 3 Center caseworkers, the Casework Supervisor and the Executive Director. Weekly staff meetings are held at each of the Centers. Periodically, overall Association teacher meetings are held. At other times, all 5 year old teachers, 4 year old teachers, etc., meet as a group to discuss specific programming for their group. This is under the direction of the Executive Director and the Center Directors.

Teaching and casework staff take part in local meetings, workshops, regional conferences, when indicated.

GROUP DAY CARE

Enrollment

The following statistics are of children served in the 3 Centers of the Association from April 1, 1959 to March 31, 1960:

Number of children enrolled:	607
Average daily attendance for period:	311

Because of our use of commercial programs and day homes, waiting lists at our Centers are the exception, rather than the rule. For about one-half of the year there may be a small waiting list for a specific group but there generally is space in the total Center. Any waiting list results from both lack of space and additional teachers as well as other factors which are considered in our state licensing standards to determine the capacity of a given facility.

Intake

During the telephone intake identifying information is secured. At time of office interview developmental history is secured, parents' consent to placement signed and medical forms given to applicant. Our focus is on helping client to determine nature of his problem and working with him toward a solution. Frequently parents are shown slides of specific activities in the Center, as well as the physical plant, to give a visual as well as interpretative picture of group care. A brochure published by State Child Welfare Division is given to all parents who are interested in day care plans for their children.

Group Program

Every effort is made to maintain a group program which will result in creative expression, stimulation, and geared to both individual and group needs. Much of the scheduling is done on a central level so that programs in all the Centers will be similar; yet allowing for the individual teacher to make best use of her own skills.

Initially, children are grouped by chronological age. Individual differences are recognized and appropriate placement is made on that basis.

Record Keeping

The regular case record is maintained by the caseworker at the Central Office. Emphasis is placed on summary recording and use of notes, consistent with recent case recording practices.

The medical information, developmental history and teacher observations are kept in the child's folder at the Day Care Center. Teachers are required to report in writing on each child under care every Friday. Daily reports on new children are required for a minimum of 2 weeks. Procedures have been established so that these reports go to both the center director and the caseworker promptly.

Parent Contacts

Both caseworkers and teachers have the responsibility of making parents welcome. Although the teachers' contacts may be informal, they do carry a special responsibility in the sense that the teacher is the symbol of the Center and what it stands for. It may even mean whether the parent will discuss a serious problem with the caseworker later on, may depend on the kind of reception he has had through his relationship with the teacher.

Fee Policy and Scale

All families pay a fee. The Association uses a sliding fee scale to determine individual fees. The minimum weekly fee in all facilities is $3.00. However, free care is sometimes given for a short and definite period in extreme cases. All parents' fees are re-evaluated at least each 6 months. The average weekly fee in 1959 was $5.25. Per capita cost of care was $13.60.

Fees for families using our Day Care Centers are paid directly to the Centers. In day home placement, the family pays their portion of the fee directly to the day mother each week. The Association will then send to the day home a check for the difference between the charge and the portion the family pays.

The charge made for day home placement varies by facility and is arrived at jointly by the agency caseworker and the day mother. Such factors as location, demand for service, and quality of service are considered.

The amount paid for weekly care to the day mother is as follows:

> For one child: $10.00, $12.50, or $15.00; depending on the above criteria.
>
> For the second child from the same family: $7.50 additional.
>
> For a third child from the same family: $7.50 additional.

Medical Program

For all practical purposes, a medical program in our Centers is non-existent. We are able to use some community resources and volunteer medical personnel on a need basis. Generally, we have attempted to maintain good health standards but must require that parents use either existing community resources or private physicians.

Case Illustrations

A. Mrs. A., recently separated from her husband (alcoholic), has two preschool children, three and four. She had a tenant farm background - only work experience was picking cotton. Mother seemed dull, mentally. Her housekeeping standards were poor. Children were covered with sores due to malnutrition. Mother seemed fond of her children after a fashion, but had little or no concept of their developmental or emotional needs. Children were given unlimited freedom - mother seemed unable to cope with them. Although prognosis seemed poor that mother could function on a job and follow through with day care, it was felt that the children needed protection. They presented a history of emotional and physical deprivation. Mrs. A. was able to hold a simple factory job and was liked by her employer.

Mother gained a degree of confidence in being able to earn a living. She was pleased that the nursery staff was interested in her children. When she saw the rapid gains the children made in physical health and improvement in self-control, she felt it was to her credit that she had placed her children in the Center. The responsibility of paying her weekly minimum fee increased her sense of self-importance to the extent that she could blow off, in a wholesome way, about some of the routines she did not like.

B. The J's are both blind. They have two sighted children, ages 2½ and 4. Mr. J. sells brooms and mops from door to door. They receive Aid to the Blind and a small ADC grant. Mrs. J. finds it difficult to keep up with her active 4-year-old. She wants him to have experience with other children "to learn things." At the same time Mrs. J. shows great anxiety at what the separation will mean to her child. She suffered severe trauma when at the age of 6 she was placed in the state school for the blind. She still feels her family deserted her and is bitter toward her younger siblings who remained at home.

The fact that she can visit the nursery and remain with her child during the gradual introduction period gives her a feeling of security.

C. Mrs. W. was referred by the caseworker at the Family Service Agency where she is going for marital counselling. Parents are so involved in their own problems that child was neglected and beginning to show evidence of emotional damage. Child was placed on condition parents continue counselling with Family Agency.

D. Mr. J's wife deserted him. He is trying to maintain his home and care for his six-, seven- and eight-year-old sons. He can use a commercial center in his neighborhood that can provide transportation to take the boys to and from the school in their own community.

FAMILY DAY CARE

Texas has a licensing law which requires all families keeping one or more children, not related to them, to be licensed.

Day Care Association is licensed as a child placing agency. At the present time we use the same standards as set up for agency full-time boarding homes.

Our casework staff does the study of the family day home and submits to the State Department of Public Welfare a summary of the initial study. The license must be revalidated yearly. The caseworker has the day parents secure new medicals, have fire inspection and sends the request for revalidation to

State Department of Public Welfare based on the caseworker's evaluation of the home.

As of April, 1960 we had 45 day care homes; 210 children were being served. This is approximately half of our program.

Intake

When an individual calls indicating an interest in keeping children, a form letter is sent. If applicant is interested he returns the form attached to the bottom of the letter. This is immediately acknowledged. A master file is kept and when five or more forms have been returned, a second letter is sent inviting the applicant to a group meeting.

The group meeting is informal, usually held in the morning. Coffee is served in the early part of the meetings. The caseworker explains purpose of meeting, interprets agency policy, structure, purpose, explains relationship of all agency staff to day home, the day care center's role, etc. Explanation is made of how agency obtains financial support, pointing out budget limitations. General discussion includes ages of children needing placement (primarily infants and toddlers), the different kinds of families requesting service, hours children are left, day mother's role with parents, fees, how fees are paid and how free subsidy payments are made.

Emphasis is placed on role of day parents being a part of a community service, set up to protect children and to give children the best possible care. It is felt important that the prospective applicants realize early that they are applying not just for a child but for a job of caring for children from the agency. This includes discussion of the importance of strengthening ties of the child with his own family and that day home is an extension of child's own home.

An explanation is made of the process of the study, licensing requirements, why we need to know the total family and generally some of the criteria we are looking for.

We also point out realistically some of the negatives including the long hours, difficult parents and the fact that we cannot guarantee children - that this is not a way to earn a living.

We attempt to prepare the prospective applicant for some delay in making the actual study by pointing out staff limitations. Too, it is explained that location plays an important part and that we give priority for study, applications from sections of town where the need for placement seems greatest. This gives the applicant an opportunity to realistically look at his own neighborhood as to the number of working mothers, transportation routes, etc. All the people present at the group meeting are given applications which, if returned, indicate their interest in having a study made of their home. The group participates freely, asking questions and expressing some of their interest and motivations for applying.

Although the group meetings were started originally to conserve casework time, we have found that regular group meetings have enhanced our day home program. Although many applicants do not return their applications, feeling they cannot meet or accept the agency requirements, the personal sting is taken out in that they do not feel personally discriminated against.

We are finding this group referring other interested people to the agency.

The caseworkers doing homefinding report that the applicants are more orientated to agency philosophy and are more ready to go on with actual study.

When the formal application is received, a letter is sent acknowledging the application and giving name of worker who will be studying the home.

Our family day homes are used primarily for infants and toddlers. Our community has a number of commercial day care centers where parents can plan for their preschool children, but there are fewer resources for infants. At time of intake both group and family day home programs are interpreted in terms of the individual child's needs. A parent may place his baby in a family day home and his three and four-year-old children in the day care center.

Case Illustrations

Mrs. J., on the other hand, is suddenly faced with going to work to support her three preschool children, ages 18 months, 2½ years and 4 years. She is frightened, has limited education and few work skills and no previous employment experience. To gain experience she had to take a job with irregular hours. At this point, the mother does not have enough strength to manage two placements, even if it were possible in terms of hours. She will use a family day home near where she lives. Since her children will be the only ones in the home, the day parents have agreed to keep them the hours the mother has to work.

B. The S.'s have one child, age 3 months. Mr. S. is a medical student, Mrs. S. is employed as a secretary. In order for Mr. S. to remain in medical school, mother will continue to work until husband's education is completed.

C. Mrs. M. needs before-and-after school care for her 6-year-old who is entering public school for the first time. He is a high-strung youngster, apt to become over-stimulated by groups. It was felt the more informal family-type home in his own neighborhood would be more appropriate for this child than the settlement house program nearby.

The average length of time a child uses the family day home is around one year.

Supervision

All family day homes are assigned to a caseworker. She is responsible for supervision of the day home and works with the family whose child is under care in that home.

Continued contact with the day home is important to pick up problems at the time they occur. The new day mother may be threatened by any implied criticism on part of parent of her handling of the child. The caseworker has to provide the opportunity for the day parent to share their feelings about various aspects of their job. The caseworker takes responsibility for interpreting and fostering better understanding of child and his parents and handling any problems that might arise. The caseworker has to be as clear about her role in the family day home as she is about the role of the day mother in relationship to the own parent and the agency. The caseworker may be so closely identified with the day home and the children placed that she loses sight of the parent's problems, even to the point where she is unable to remain nondefensive when a parent complains of the day mother's handling of her child.

Probably the most frequent problem in the relationship of the two sets of parents is when the day mother takes on too much responsibility for the child's care. Frequently, when the child is brought unkempt, particularly with dirty head and clothing, the day mother, justifying it will help mother, takes over the bathing, hairwashing and even making new clothes for the child. She may be buying presents, planning the birthday parties for the child without consulting the mother. The mother, who may be unconsciously rejecting her child, lets this go on for a while. Then when her own feelings of guilt become too much, she abruptly withdraws the child without warning, leaving the day mother bewildered and hurt. In follow-up work with the mother, we found she deeply resented the day mother doing for the child what she was unable to do.

Sometimes the day mother has to experience the mother's hostility and removal of the child before she can fully understand her role with the child and leave the caseworker free to handle the parent's problems.

Another problem we encounter is similar but different in degree. The day mother not only takes on responsibility for the child's care but the mother as well. The own mother seems immature, helpless and still adolescent in development. The parent becomes the child of the day mother. When this is discussed, the day mother sees herself as helping the mother who is having such a difficult time. The parent usually takes more and more advantage of her position, leaving the child all hours, never paying her fee on time. The day mother eventually faces that she has not been helpful, begins to feel martyred and is openly hostile to the parent. The caseworker may not even be aware, for a time, that the day mother has become so involved. (The day mother, feeling uncomfortable about her role, may not always share what she is doing until relationships get out of hand.) The caseworker, however, can frequently use this experience in a constructive way for the day mother.

These experiences help the caseworker supervising the family day home to be more alert in establishing relationships with own parent at the beginning of placement and reaffirming with day mother her role with parents and children.

Number of Children

The maximum number of children placed with any day mother is 6, including any children of her own under 16. The caseworker who supervises the home makes an evaluation of the day mother's strengths and weaknesses, the age children she works with best, her ability to organize and plan her time, her imagination in planning activities for the children in order to determine the number of children the day mother can handle.

The number of children placed also depends on space as well as day mother's capacity, and members of her family who take some responsibility for helping.

At the present time, the majority of our homes have three to four children under care for five days a week, still maintaining the two-to-one infant radio. Five homes have a maximum of six children. However, some of the children are placed for three days a week or on a half-day basis. Seven homes have one to two children under care.

Use of Group Care and Family Day Care

If there are preschool children in a family group ready for a group program, these children are placed in one of our day care centers. The infant or toddler will go to one of our family day homes. Fortunately, we do have several family day homes within walking distance of one center and a few homes that are reasonably near to the other centers.

Unfortunately in some family groups, we are not able to plan for all the school age children. This relates to limitation not only of resources but fee-assistance as well.

If separation of the child is not a sound plan and we have a family day home that can accept two or three siblings, the children are placed together.

We find that children have less difficulty with more than one set of parental figures if the day mother is clear as to her role with the child, parents and agency. Too, there is less confusion for the child if day parent and own parent are in agreement.

Most of our family day homes keep children on a five-day basis. A few will keep children on Saturday. If the day mother is willing and plan is sound for the child, part-day or part of the week's plan can be made. We have some day homes that are near an elementary school that can be used for after-school care.

Group Meetings

A meeting honoring all family day parents is held once a year at one of the Day Care Centers. A committee representing board members, day mothers and casework staff plan the meeting.

Teachers from the day care center serve as hostesses along with the committee. We feel that this is an opportunity for the two parts of the program to know more about each other.

The day parents have an opportunity to meet the Board and Staff as well as to receive honor and recognition for their years of service. A press photographer is invited and pictures of the day mothers who have served the agency the longest are taken for publication.

We have found group meetings to be a satisfactory way of bringing day parents closer to the agency. Because our family day homes are scattered over a wide area, we tried as an experiment to bring day homes in one given area into the agency for a group meeting. Three-fourths of the day mothers attended, including two day fathers. The original impetus for the plan was to bring day parents closer to the agency to enlist their help in home finding.

Although the caseworker was present, the Director and Supervisor took major responsibility for the meetings. The Director shared budget material with the group. They became more aware of our limitations of fee assistance to help families who could not pay full cost of care. They could see themselves pinpointed on the map and for the first time had recognition of their part in the total day care planning.

All of the meetings were informal. Subjects selected by the day parents were discussed. The caseworker reported that as a result of the group meeting, less time was spent in interpretation of policies which meant more time could be spent in working with specific children and parents.